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ABSTRACT

The document provides an examination of the results of implementation of the National Advisory Council on Vocational Education's (NACVE's) recommendations. Since its creation by the Vocational Education Amendments of 1968, the NACVE has published eight formal reports and two special reports. In addition, the NACVE periodically testifies before the Appropriations Committees and other Committees of Congress. The discussion summarizes the impact of and actions taken on the following recommendations, which were the focus of the separate reports: (1) a change in attitude to improve vocational education and its image, (2) better coordination of Vocational Education and Manpower programs, (3) job placement programs in secondary schools, (4) a system for better research of needs for vocational education, (5) the need for increased funding for vocational and technical education programs, (6) improvement in guidance and counseling services for youths and adults, (7) recognition and financial support of student organizations as integral to instructional programs, and (8) separation of legislation and funding for career education and vocational education. The special reports contained recommendations pertaining to employment problems of the Vietnam veteran and reform of Indian education in America. (Author/MS)

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IMPLEMENTATION OF NACVE RECOMMENDATIONS

OCTOBER 1974

NATIONAL ADVISORY
COUNCIL ON
VOCATIONAL EDUCATION

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
NATIONAL INSTITUTE OF EDUCATION

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Since its creation by the Vocational Education Amendments of 1968, the National Advisory Council on Vocational Education has published formal reports, and two special reports. In addition, the NACVE periodically testifies before the Appropriations Committees and other Committees of Congress. Many of the NACVE recommendations have been implemented in one form or another, and this Report is an examination of the results. Many other NACVE recommendations have not been implemented, but this does not mean that they have gone unnoticed or have had no impact. In many instances the fact that issues have been raised and attention focused on particular problems has served to further public and professional awareness of the need to seek solutions. The critical review of Vocational Education just concluded by the U. S. General Accounting Office, discusses many of the concerns and problems, and quotes extensively from NACVE and SACVE recommendations and reports.

FIRST REPORT

In its First Report, the NACVE said that we must change the attitude that says "Vocational Education is designed for somebody else's children." That report coined a phrase -- "for somebody else's children" -- which has been picked up and become a rallying call for everyone concerned with the need to improve vocational education and its image.

As a follow-up, the NACVE began a Public Information Project, in cooperation with State Advisory Councils and other State agencies and the private sector, to make the public aware of the opportunities available

in Vocational Education programs, and to improve the image of Vocational Education. The Program, funded by the U. S. Office of Education, is now in its fourth year. Television films, radio spots, brochures, and billboards are various aspects of the programs, produced with technical assistance provided by the NACVE. Actual production costs are provided through local funding sources. The films are generally narrated by the State Governor or other local personality. In many areas, films directed specifically at the Vietnam Veteran have been produced, urging the veterans to take advantage of Vocational Education programs. The Project includes provisions for follow-up to measure the effectiveness of the various approaches utilized through a public response mechanism. The Project has reached twenty-seven states and cities, and has produced more than 120 television films, 70 radio tapes, 100 billboards, and 150,000 brochures. Funds generated within the states to support the production of these materials have come from State Departments of Education, local school districts, State Advisory Councils, private business and industry, foundations, and state professional associations.

SECOND REPORT

The NACVE recommended that Vocational Education and Manpower programs be better coordinated. Although still far from adequate in dealing with the problem of coordination, the Comprehensive Employment and Training Act does require that five percent of the Manpower Training funds be reserved only for Vocational Education, in order to promote cooperation at the local level. It also requires that representatives of Vocational Education sit on the State Manpower Services Councils.

The Council has continually, over the years, recommended that useable manpower data be made available to Vocational Education planners, and has been instrumental in setting up a series of meetings between officials of the U. S. Office of Education, the U. S. Department of Labor, Bureau of Manpower Statistics, and the U. S. Commerce Department, Bureau of the Census, to explore the needs in this area. In its testimony before the Oversight Hearings on Vocational Education, conducted by the General Education Subcommittee of the U. S. House of Representatives, the NACVE urged that Section 102(a)(1) of the Vocational Education Act be re-emphasized and implemented. That Section provides $5 million to be transferred to the Secretary of Labor, under terms and conditions mutually satisfactory to the Commissioner of Education and the Secretary, to finance national, regional, State and local studies and projections of manpower needs as they relate to Vocational Education. This recommendation is being considered by the Subcommittee.

In its Second Report, the NACVE also recommended that Federal funds be used as a catalyst to encourage comprehensive community colleges and post-secondary institutions to expand and strenthen their vocational-technical programs.

Three years later, Congress passed the Education Amendments of 1972, which contain Title X, Part B, a comprehensive program for Post-secondary Vocational Education. Unfortunately, Part B has never been funded, but the General Education Subcommittee is considering incorporating it into the new Vocational Education Act.

The Second Report also recommended changes in the federal administrative organization to provide greater leadership in Vocational Education, and to strenthen its place within the structure of USOE. The

Education Amendments of 1972 also created, by statute, the Bureau of Occupational and Adult Education, headed by a Deputy Commissioner at the GS-18 level.

THIRD REPORT

In its Third Report, the NACVE recommended that every secondary school should be an employment agency. It stated: "Schools which provide Vocational Education without also providing a job do not have a complete program." It also recommended the integration of school and work experience, and developing programs for the disadvantaged which do not separate them from the mainstream of American education. The report said: "A school in which getting a job is part of the curriculum is more likely to have students who understand why reading and mathematics make a difference, than a school which regards employment as somebody else's business."

The Education Amendments of 1972 reflect these concerns, making it the responsibility of the U. S. Commissioner of Education to promote the establishment of job placement programs in the schools.

In 1973, the NACVE began a School-to-Work Study, with the support of the Office of Economic Opportunity, and in conjunction with the U. S. Office of Education. The Project is being continued this year under the auspices of the National Association for Industry-Education Cooperation, with funding from the U. S. Office of Education and other Federal agencies. The program is concerned with increasing the cooperation between business and education, and including job placement services as part of the regular high school operation.

Many of the ideas and recommendations of the Third Report find expression in the concept of Career Education, as it is being developed at the federal level, and in states across the country.

The NACVE has always been concerned with the problems of the minorities and the disadvantaged. It sponsored a conference in 1973 on Career Education: Implications for Minorities, in conjunction with USOE, Council of Chief State School Officers, and State Higher Education Executive Officers. This began a dialogue between the minority communities, the U. S. Office of Education, and other groups, to assure that minority interests are heard and considered in the development of Career Education programs.

In addition, the NACVE has endorsed the Title IX legislation and regulations which ban sex discrimination in Vocational Education programs.

In its recent hearings on Urban Vocational Education in five major cities across the country, the problems of the disadvantaged were highlighted. Additional recommendations will soon be forthcoming in a report on these hearings.

FOURTH REPORT

The financing of public education is the topic of continuing debate at all levels of government. The Fourth Report contributed to that debate by outlining the problems associated with our present system of financing Vocational Education, and presented a series of recommendations for overcoming these problems. In a matter as basic and all-encompassing as school finance, it is difficult to measure the impact of a particular

recommendation, but the value of stating and defining the problems cannot be overlooked as a contribution in the painstaking search for solutions.

The Fourth Report also specifically recommended that: "Much better data than is now available must be obtained if planning is to be effective."

Subsequently, the Appropriations Committees of Congress directed that funds be used to undertake Project Baseline, to gather the data needed for effective planning, and requested that the NACVE monitor this Project.

The NACVE recommended, in the Fourth Report, that consistent categorical support for research and curriculum development be maintained, and has testified repeatedly before Congressional appropriations hearings in favor of retaining vocational research as a separate entity, apart from other educational research programs.

Growing out of this concern for effective Vocational Education research was the subsequent recommendation by the Council to the U. S. Office of Education that a comprehensive assessment of Vocational Education Research and Development since 1963 be undertaken. That study is now underway by the National Academy of Science. Members of the NACVE are on the Board to oversee the project. The study will deal with the following issues:

1. the quality of the researchers and the research capabilities supported;

2. the potential for practical application of the knowledge and findings resulting from research and development projects;

3. the ways in which such knowledge and findings have been, or could be, utilized, in what settings, and by whom;

4. the relevance of vocational education research and development efforts to, and actual influence upon, the development of national Vocational Education policies and programs;

5. the effects of vocational education research and development efforts upon the demands for, education and training of, and supply of researchers in the Vocational Education field, as well as upon the growth and characteristics of research facilities.

FIFTH REPORT

In the Fifth Report, the NACVE asked, "Is Anybody Listening?". It deplored the fact that the vocational and technical education needs of the people were not being adequately met. "To insure the intent of the people, the Congress, and the host of supporters of vocational and technical education, the Council recommends that programs in vocational and technical education continue to be legislated. The Department of Health, Education and Welfare must continue to be held accountable by the Congress under the law. Any new legislation must guarantee that vocational and technical education has parity in the organizational structure of the Department of Health, Education and Welfare."

It specifically recommended the establishment of an Office within HEW to advance the Commissioner's stated goals for Career Education as a national policy.

The Council also testified before Congress in favor of establishing the Office of Assistant Secretary of Education to put education on the same level in HEW as manpower was in the Labor Department. The Education Amendments of 1972 did establish, by statute, the Office of Assistant Secretary of Education, as well as the structure, organization,

and staffing of the Bureau of Occupational and Adult Education. The Education Amendments of 1974 created an Office of Career Education reporting directly to the U. S. Commissioner of Education, and an Advisory Council on Career Education, with the Chairman of the NACVE serving as Ex Officio member.

Subsequent to the publication of the Fifth Report, the Better Schools Act was proposed, which would have folded Vocational Education under a plan for general educational revenue sharing. The NACVE issued a position paper opposing enactment of the Better Schools Act, reflecting the findings and recommendations of the Fifth Report. The Better Schools Act was never acted upon by Congress. At about the same time, the Department of HEW began a policy of decentralization of policy-making functions to the various regional offices. The NACVE protested and questioned the legality of this policy, and recommended that it not be implemented.

The Education Amendments of 1974 reflect this concern, and specifically prohibit the U. S. Office of Education from decentralizing its functions.

Soon after, the NACVE recommended to Congress that it schedule oversight hearings on Vocational Education to lay the groundwork for new legislation when the Vocational Education Act expires in 1975. The House General Education Subcommittee held such hearings during the past year.

The Fifth Report also urged Congress to provide full funding for vocational and technical education. In its periodic appearances before Congressional Appropriations Committees, the NACVE has continued to urge increased funding for vocational programs, and has specifically

recommended full funding for State Advisory Councils, forward funding, extension of the Tydings Amendment provisions allowing carry-over of funds, and restoration of funds for teacher training.

At a time when many other educational programs are being cut, there has been a continual increase in Vocational Education funding, although it has still not approached the levels authorized in the Vocational Education Act. Federal funds for Vocational Education have risen from $255 million in 1969, to an estimated $541 million in 1974. The FY 1975 Appropriations Bill contains sufficient increases for State Advisory Councils to permit every state to receive the $50,000 minimum, and continues funding for Vocational Education teacher training under EPDA.

The Education Amendments of 1974 authorizes forward funding as a national policy and incorporates the provisions of the Tydings Amendment.

SIXTH REPORT

The Sixth Report, entitled "Counseling and Guidance: A Call for Change," makes a number of recommendations for improving guidance and counseling services for youths and adults, including pre-service and in-service training of counselors, use of para-professionals, greater exchange between counselors and the business world, and other means for making both counselors and students aware of the opportunities available in vocational and technical education. The Report was received enthusiastically in all circles, including the professional counselors. In the NACVE's testimony before the oversight hearings, the need for strengthening guidance and counseling services and job placement was

re-emphasized. The American Personnel and Guidance Association has presented to the House General Education Subcommittee a proposed "Career Guidance and Counseling Act of 1975" which incorporates many of the concerns and recommendations of the Sixth Report.

The U. S. Office of Education is funding a conference on exploring ways to implement the recommendations of the NACVE's Sixth Report. This will be sponsored jointly by NACVE, the American Vocational Association, and the American Personnel and Guidance Association, and will be held next Spring in conjunction with the Joint Meeting of the National and State Advisory Councils in Washington, D. C.

SEVENTH REPORT

The Seventh Report was devoted to Vocational Student Organizations. It pointed out that vocational student organizations have typified the cooperation between education and the private sector which is being so urgently sought today. These organizations have supplied their members with the incentives and guidance which we recognize now as essential to bringing relevance to education, and which we accept as an integral part of the Career Education concept.

Among the recommendations in the Seventh Report is that Congress recognize these organizations as integral to instructional programs in all areas, and support them financially. That recommendation was repeated in the NACVE's testimony before the oversight hearings, and the American Vocational Association, in its proposals to the General Education Subcommittee, has similarly requested recognition and

support of vocational student organizations. The issue will be before the Congress when it begins consideration of extension and revision of the Vocational Education Act next year.

EIGHTH REPORT

The Eighth Report on Career Education delineates the distinctions between Career Education and Vocational Education and recommends changes in federal policy to spur further advances in making our schools relevant to the real needs of students. It stresses the point that Career Education and Vocational Education are not synonymous, and the legislation and funding for the two must be kept separate. This point was also stressed in the NACVE's testimony this year before the Appropriations Committees. As pointed out earlier, an Office of Career Education is being established in the U. S. Office of Education, and the Appropriations Bill for FY 1975 contains a separate line item appropriation of $10 million for Career Education. Career Education is still in the process of formulation, and it is still too early to guage the impact it will have on Vocational Education and our entire educational system.

SPECIAL REPORT: EMPLOYMENT PROBLEMS OF THE VIETNAM VETERAN

This Report made a number of recommendations to encourage returning veterans to use their GI benefits for vocational and technical education, and to make greater use of veterans in programs designed to counsel returning veterans. Most of these recommendations have been implemented to some degree by the Administration and Congress. Shortly

after the report was released, the President called together the Director of the Veterans Administration and the Secretary of Labor and charged them with finding solutions to the unique problems of the Vietnam veterans.

The NACVE Public Information Project in various states has directed specific attention to returning veterans through television, radio, and printed materials.

SPECIAL REPORT: INDIAN EDUCATION

The Indian Education Report recommended widespread reform of Indian education in America, including broader provisions for vocational and technical training and improved guidance and counseling. However, the Council has seen no response to these recommendations by officials responsible for Indian Education Programs. The NACVE Ad Hoc Committee on Indian Education, which is now chaired by a NACVE Member of Indian ancestry, has continued to explore these problems, and is holding a series of meetings with Members of the House Education and Labor Committee, who have expressed interest in a legislative program to deal with the concerns expressed in this Report.

In addition to its Reports, the NACVE consults on a continuing basis with the U. S. Office of Education and other departments and agencies of the Federal Government. Council recommendations have been solicited and implemented through such meetings and consultations. For example, the NACVE has assisted the Office of Education in the formulation of guidelines for State Council evaluation reports, and a number of the

Council's recommendations on state plans have been incorporated into USOE regulations. Advice from the NACVE was requested and followed by the Department of Defense in the establishment of the Air Force Community College, and the Navy plan to provide credit to enlistees for vocational courses taken in civilian institutions.

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